

AGENDA
CITY OF DAYTON
JOINT DAYTON CITY COUNCIL/PLANNING COMMISSION WORK SESSION

DATE: WEDNESDAY, JANUARY 29, 2025
TIME: 6:30 PM
PLACE: DAYTON CITY HALL ANNEX - 408 FERRY STREET, DAYTON, OREGON
VIRTUAL: ZOOM MEETING - ORS 192.670/HB 2560

You may join the Council Meeting online via YouTube: <https://youtube.com/live/m0w2lQyXyas?feature=share>
Dayton - Rich in History . . . Envisioning Our Future

| <u>ITEM</u> | <u>DESCRIPTION</u> | <u>PAGE #</u> |
|-------------|---|---------------|
| A. | CALL TO ORDER & PLEDGE OF ALLEGIANCE | |
| B. | ROLL CALL | |
| C. | APPEARANCE OF INTERESTED CITIZENS | |
| D. | DISCUSSION ITEMS | |
| | 1. Dayton Buildable Lands Inventory | 1-16 |
| | 2. Dayton Engagement Summary and Housing Policies Document | 17-38 |
| | 3. Dayton Comprehensive Plan Housing Element Update Roadmap a Storymap created by MIG: https://arcg.is/15KHOb . | 39-50 |
| E. | CITY COUNCIL COMMENTS/ CONCERNS | |
| F. | ADJOURN | |

Posted: January 17, 2025
By: Rocio Vargas, City Recorder

Virtually via Zoom and in Person, City Hall Annex, 408 Ferry Street, Dayton, Oregon

The public is encouraged to relay concerns and/or comments to the City Council in one of the following methods:

- a **Email - any time up to 5:00 p.m.** the day of the meeting to rvargas@daytonoregon.gov. The Mayor will read the comments emailed to the City Recorder.
- b **Appear in person** - if you would like to speak during public comment, please sign up on the sign-in sheet located on the table when you enter the Council Chambers.
- c **Appear by Telephone only** - please sign up prior to the meeting by emailing the City Recorder at rvargas@daytonoregon.gov. (The chat function is not available when calling by phone into Zoom.)
- d **Appear virtually via Zoom** - send an email directly to the City Recorder, Rocio Vargas, prior to the meeting to request to speak during public comment. **The City Recorder will need your first and last name, address, and contact information** (email, phone number), **and topic name** you will receive the Zoom Meeting link or information. When it is your turn, the Mayor will announce your name, and your microphone will be unmuted.

CITY OF DAYTON RESIDENTIAL BUILDABLE LANDS INVENTORY

June 2024



ACKNOWLEDGEMENTS

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GLOSSARY

BLI – Buildable Lands Inventory
 UGB – Urban Growth Boundary
 GIS - Geographic Information Systems
 MWVCOG – Mid-Willamette Valley Council of Governments
 OAR – Oregon Administrative Rule
 DLCDC – Department of Land Conservation and Development
 HCA – Housing Capacity Analysis
 DSL – Department of State Lands
 LWI – Local Wetlands Inventory

INTRODUCTION

Under state land use regulations, Dayton is required to ensure an adequate supply of buildable land inside the Urban Growth Boundary (UGB) to accommodate 20 years of population growth. This document describes the legal framework, methodology, and results for the City of Dayton’s 2024 Residential Buildable Lands Inventory (BLI). The Department of Land Conservation and Development (DLCD) granted the City of Dayton an Oregon Housing Planning and Compliance Assistance grant to conduct the BLI and subsequent recommendations. Conclusions from the BLI will lay the groundwork for the upcoming 2025 Housing Capacity Analysis (HCA) and subsequent comprehensive plan updates.

EXECUTIVE SUMMARY

The Dayton Residential Buildable Lands Inventory is an assessment of land within the Dayton Urban Growth Boundary that is suitable and available for additional residential development as of the preparation of this report (June 2024). The BLI identifies every residential tax lot within the Dayton UGB, removes exempt land, and assigns a tax lot development status consistent with the definition of “Buildable Land” provided by Oregon Administrative Rule (OAR) 660-008-0005(2).

Table 1 below summarizes gross buildable acres¹ of land planned for residential use within the Dayton UGB. The BLI identifies 158.79 total acres of gross buildable residential land. There are 35.84 gross buildable acres within the city limits, roughly 75% of which are zoned single-family residential (R-1). The remaining gross buildable acreage within the city limits is zoned limited-density residential (R-2). There is no buildable medium-density residential land (R-3).

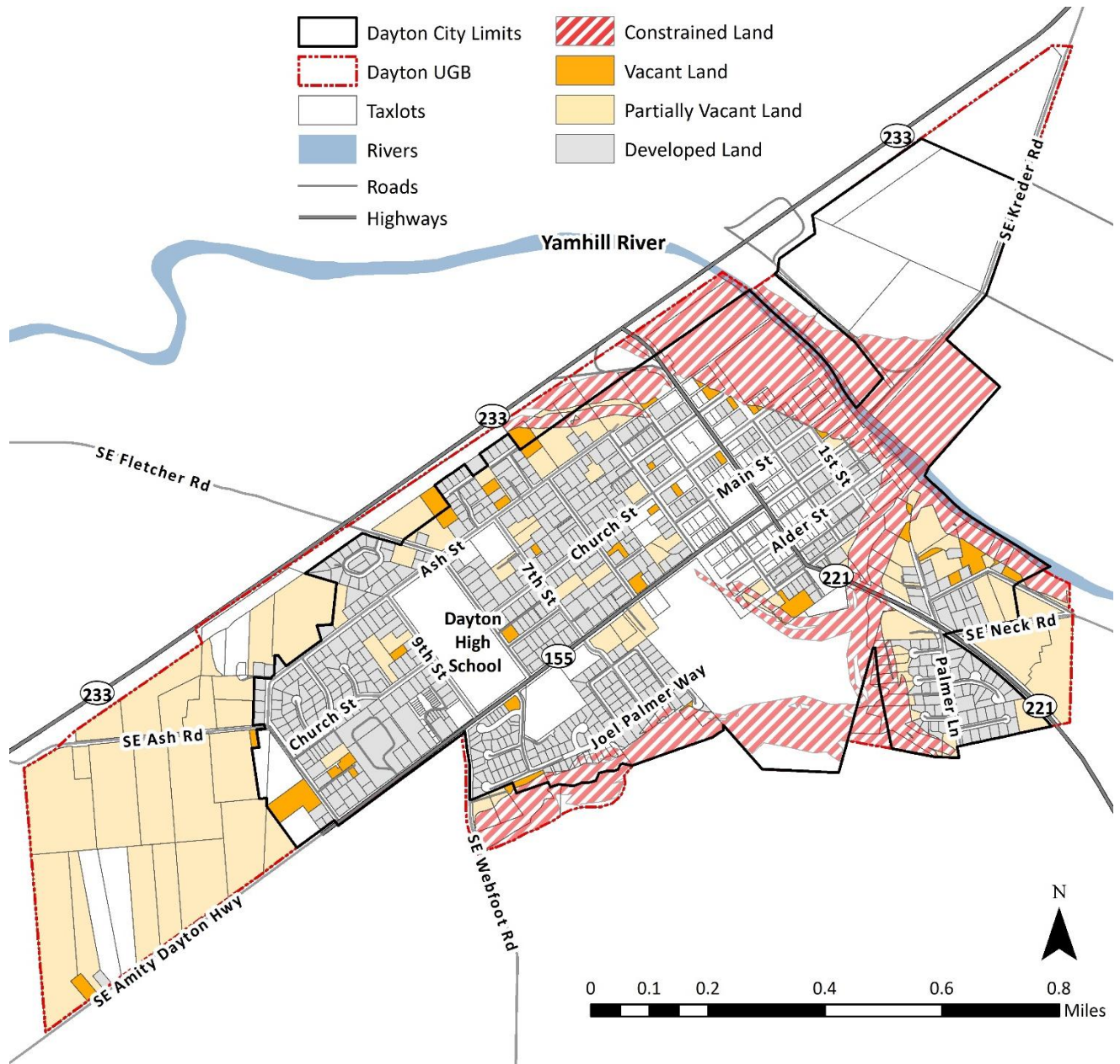
Most of Dayton’s buildable residential land supply (78% of the total gross buildable acres within the Dayton UGB) is located outside of the city limits to the southwest and east. The area to the southwest of the city limits was swapped into the Dayton UGB in 2022.

TABLE 1. GROSS BUILDABLE ACREAGE

| Residentially Designated Parcels | Gross Buildable Acres |
|---|------------------------------|
| Inside City Limits | 35.84 |
| R-1 | 25.42 |
| R-2 | 8.75 |
| R-3 | 0 |
| Residential Comp Plan / C | 1.67 |
| Outside City Limits | 122.95 |
| Total | 158.79 |

¹ Gross buildable land is unconstrained tax lot area prior to dedication of land to public facilities such as sewer systems, roads, parks, and schools. Evaluation of city needs for public facilities land is not within the scope of this BLI but should be included in future Housing Capacity Analysis work that builds on this analysis.

FIGURE 1. BLI RESULTS



METHODOLOGY

The Dayton BLI was conducted using the following steps:

- **Step 1: Classification of Land.** Winterbrook classified every tax lot within the Dayton UGB based on residential comprehensive plan designation and zoning. The analysis for the BLI was confined to properties that are designated for residential uses within the comprehensive plan.
- **Step 2: Identify Constraints.** Winterbrook identified constraints within the Dayton UGB, including the 100-year floodplain and steep slopes.
- **Step 3: Assign Development Status.** Winterbrook removed exempt land and assigned each tax lot within the Dayton UGB a development status (vacant, partially vacant, or developed) based on the definition of “Buildable Land” outlined in OAR 660-008-0005(2).
- **Step 4: Determine Gross Buildable Acreage.** Winterbrook then determined the gross buildable acreage within the Dayton UGB based on the development constraints identified in Step 2 and the tax lot development status identified in Step 3.

Definition of “Buildable Land”

As defined by OAR 660-008-0005(2), “Buildable Land” is residentially designated land within the UGB, including both vacant land and developed land likely to be redeveloped, that is suitable, available, and necessary for residential uses. Publicly owned land is generally not considered available for residential uses. Land is generally considered “suitable and available” unless it:

- a. Is severely constrained by natural hazards as determined under Statewide Planning Goal 7 (Areas Subject to Natural Disasters and Hazards);
- b. Is subject to natural resource protection measures determined under statewide Planning Goals, 5 (Natural Resources, Scenic and Historic Areas, and Open Spaces), 6 (Air, Water, and Land Resources Quality), 16 (Estuarine Resources), 17 (Coastal Shorelands), or 18 (Beaches and Dunes);
- c. Has slopes of 25% or greater;
- d. Is within the 100-year flood plain; or
- e. Cannot be provided with public facilities.

STEP 1 – CLASSIFICATION OF LAND

Consistent with Statewide Planning Goal 10 (Housing), residential lands are those designated for residential use. Within the Dayton UGB, residential lands are designated for residential use by the City of Dayton Comprehensive Plan and Zoning Map. Dayton’s Municipal Code describes the uses allowed in each residential zone. For the purpose of this analysis, residential land within the Dayton UGB is identified as the following:

- Lands designated for residential use by the Dayton Comprehensive Plan:
 - **Residential (R)**
- Within City Limits, the following residential zones are shown on the Dayton Zoning Map^{2 3}:
 - **Single Family Residential (R-1)**
 - The purpose of the R-1 zone is to allow development of single-family homes on individual lots provided with urban services at urban densities. Minimum lot size is 7,000 square feet for single-family residential and 9,000 square feet for duplexes. The expected density is 4 dwelling units per acre. There is no multi-family development permitted.
 - **Limited Density Residential (R-2)**
 - The R-2 zone is intended to provide for detached and attached dwellings on a lot or multiple dwellings on a lot at an intermediate density. The minimum lot size is 6,000 square feet for single-family residential, 7,000 square feet for duplexes, and 9,000 square feet for multi-family. The maximum density is 12 dwelling units per acre.
 - **Medium Density Residential (R-3)**
 - The R-3 zone is intended for multiple family development on a parcel at higher residential densities. The minimum lot size is 6,000 square feet for multi-family development. The minimum expected density is 12 dwelling units per acre and the maximum density is 20 dwelling units per acre. There is no single-family development permitted.

Figure 2 shows the residential land base within the Dayton UGB by comprehensive plan designation and zone using data provided by the Mid-Willamette Valley Council of Governments (MWVCOG). Table 2 outlines the gross acreage in the residential land inventory. There are roughly 466 acres of residential land within the Dayton UGB. About one third of the gross acreage in the residential land inventory is outside of the Dayton City limits largely to the southwest of the city and two thirds of the gross acreage is inside the Dayton city limits. Of the gross residential acreage within the Dayton City Limits, 54% is

² Parcels with a Residential Comprehensive Plan Designation and no residential zone are included in calculations of the gross acreage in the residential land inventory. Most of these parcels are publicly owned which means they are exempt from this analysis. These parcels are removed from the BLI analysis in Step 3.

³ The City of Dayton has a Commercial Residential Zone (C/R) that allows for a mixture of commercial and residential development. This zone has been excluded from the analysis because the land does not have a residential designation within the Dayton Comprehensive Plan. While the C/R allows for residential uses, the purpose of the zone is primarily commercial.

zoned R-1, 44% is zoned R-2, and just over 2% is zoned R-3. Generally, the land in the center of Dayton is limited density residential (R-2) and the land closer to the city limits is single-family residential (R-1). There is very little land zoned R-3 which is intended for multiple family development at higher residential densities.

FIGURE 2. RESIDENTIALLY DESIGNATED LAND

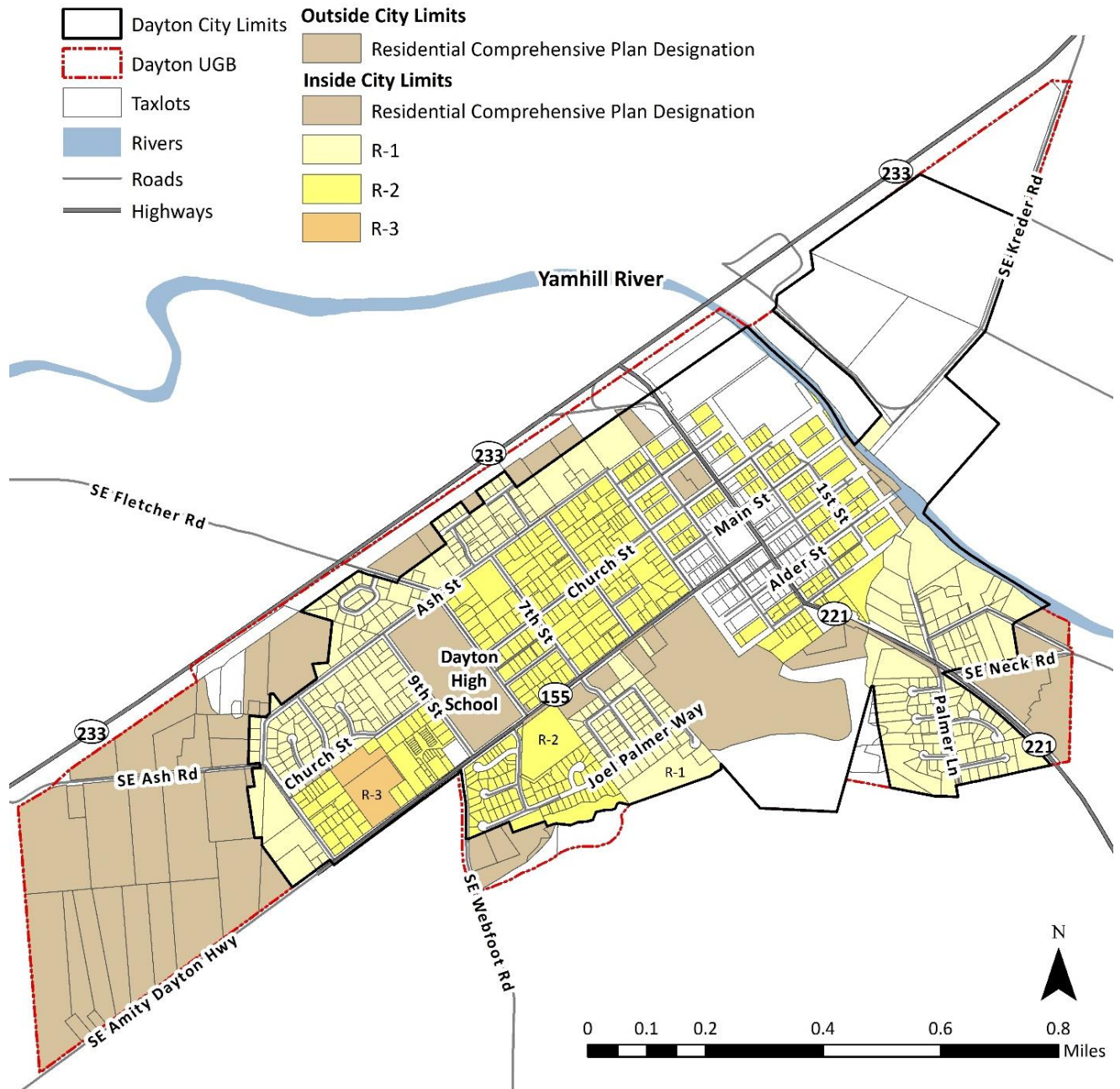


TABLE 2. GROSS ACREAGE IN RESIDENTIAL LAND INVENTORY ⁴

| Residentially Designated Parcels | Acres |
|-----------------------------------|---------------|
| Inside City Limits | 263.47 |
| R-1 | 141.50 |
| R-2 | 115.66 |
| R-3 | 6.31 |
| Residential Comp Plan Designation | 95.32 |
| Outside City Limits | 158.88 |
| Total | 422.35 |

STEP 2 – CONSTRAINTS

The second step of the BLI process addresses land constrained by natural resources. Subsequent steps in the BLI process remove the constrained acreage from the total area within each tax lot. Winterbrook identified areas that fall within certain development constraints consistent with categories defined in OAR 660-008-0005:⁵

- **Lands within the floodplain.** Winterbrook used flood insurance rate maps from the Federal Emergency Management Agency’s National Flood Hazards Layer to identify lands in the 100-year floodplain that are at least one half-acre in size.
- **Land with slopes greater than or equal to 25%.** Lands with slopes \geq 25% grade are considered unsuitable for residential development. Winterbrook used USGS Digital Elevation Model data for Yamhill County to determine contiguous areas with slopes \geq 25% grade that are larger than one acre.

Any given piece of land can have multiple, overlapping constraints. For example, a piece of land that has steep slopes might also be in the 100-year floodplain. Table 3 summarizes the acreage for each constraint. The total presented in Table 4 represents the total number of constrained acres within the Dayton UGB and does not double count areas that have overlapping constraints. Figure 3 maps the development constraints used for the residential BLI.

Dayton is located in the Willamette Valley which is largely characterized by flat land and rolling hills. Most of the steep slopes are along the eastern and southern edges of the city limits, along Palmer Creek

⁴ OAR 660-038-0060 states that for lots are parcels that are split between two different types of residential comprehensive plan designations or zoning districts, the BLI shall include each portion of the parcel separately for purposes of determining lot size and development capacity. There are seven (7) tax lots within the Dayton UGB that are partially within and partially outside the city limits. These parcels have been split as recommended.

⁵ DLCD staff suggest that the City of Dayton continue to work with the Department of State Lands (DSL) and DLCD’s Natural Resources Specialist for applicability of statewide planning Goal 5 implementation measures and whether a local wetland inventory (LWI) will be required for the jurisdiction. If required, an LWI would likely identify additional constrained lands that were not included in this analysis.

which flows into the Yamhill River. The 100-year floodplain is located largely within the Dayton City Limits along Palmer Creek and Yamhill River. There are only small areas of constrained land outside of the Dayton City Limits and the 2022 UGB swap area is free of constraints according to this analysis.

FIGURE 3. CONSTRAINTS MAP

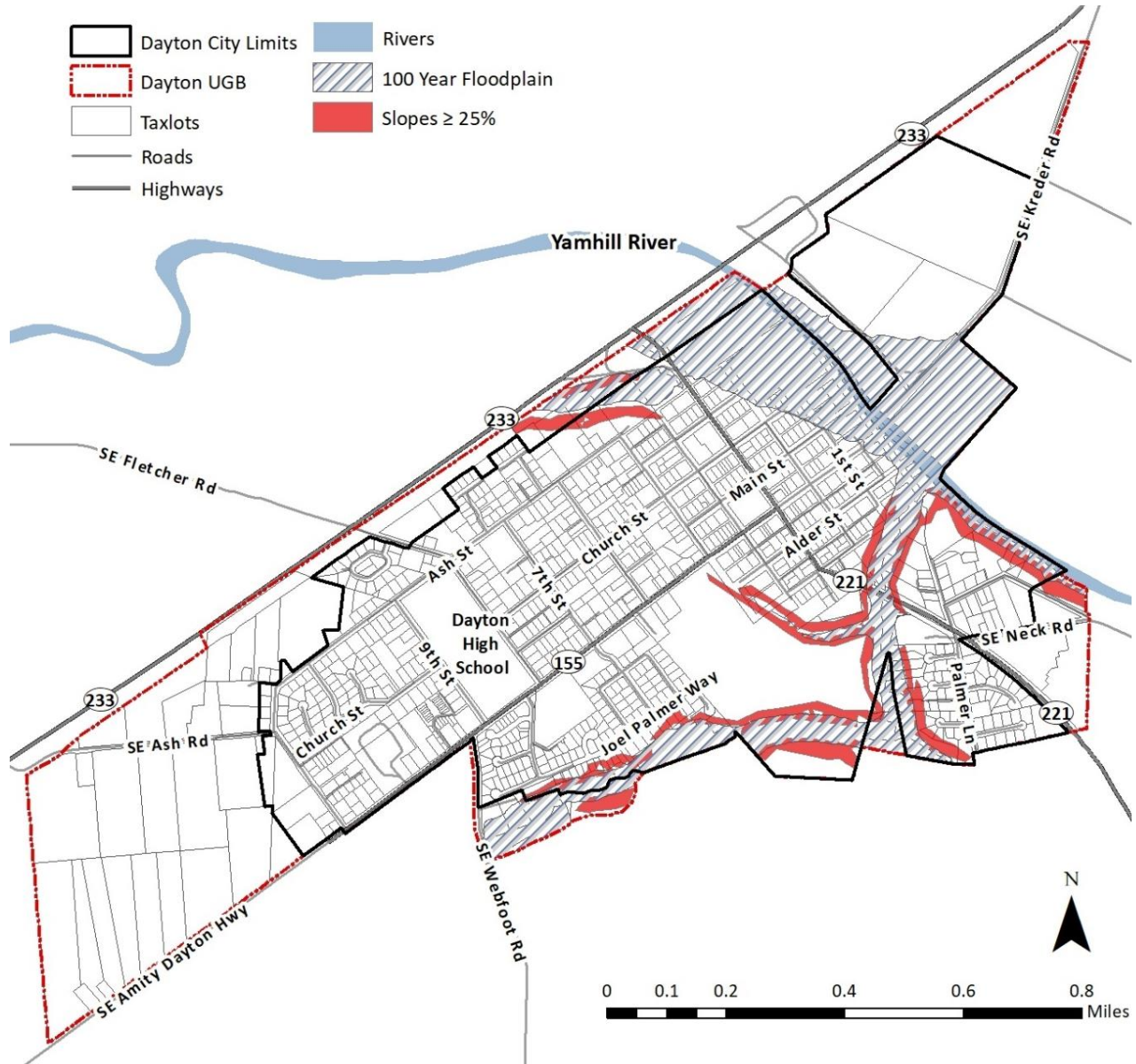


TABLE 3. ENVIRONMENTAL CONSTRAINTS SUMMARY

| Constraint | Total (acres) |
|---------------------|---------------|
| Steep Slopes | 33.99 |
| 100-Year Floodplain | 117.49 |
| Total | 141.98 |

STEP 3 – DEVELOPMENT STATUS

As defined in OAR 660-008-0005(2), publicly owned land is not generally considered available for residential development despite having a residential comprehensive plan designation. Winterbrook identified residentially zoned tax lots owned by the Dayton Fire District, the Dayton School District, the City of Dayton, Yamhill County, and various religious institutions and excluded them from this analysis. See Appendix A for a table identifying the comprehensive plan designation, zone, and tax lot number for these publicly owned parcels.

The remaining suitable residential tax lots were assigned a development status based on the following criteria:

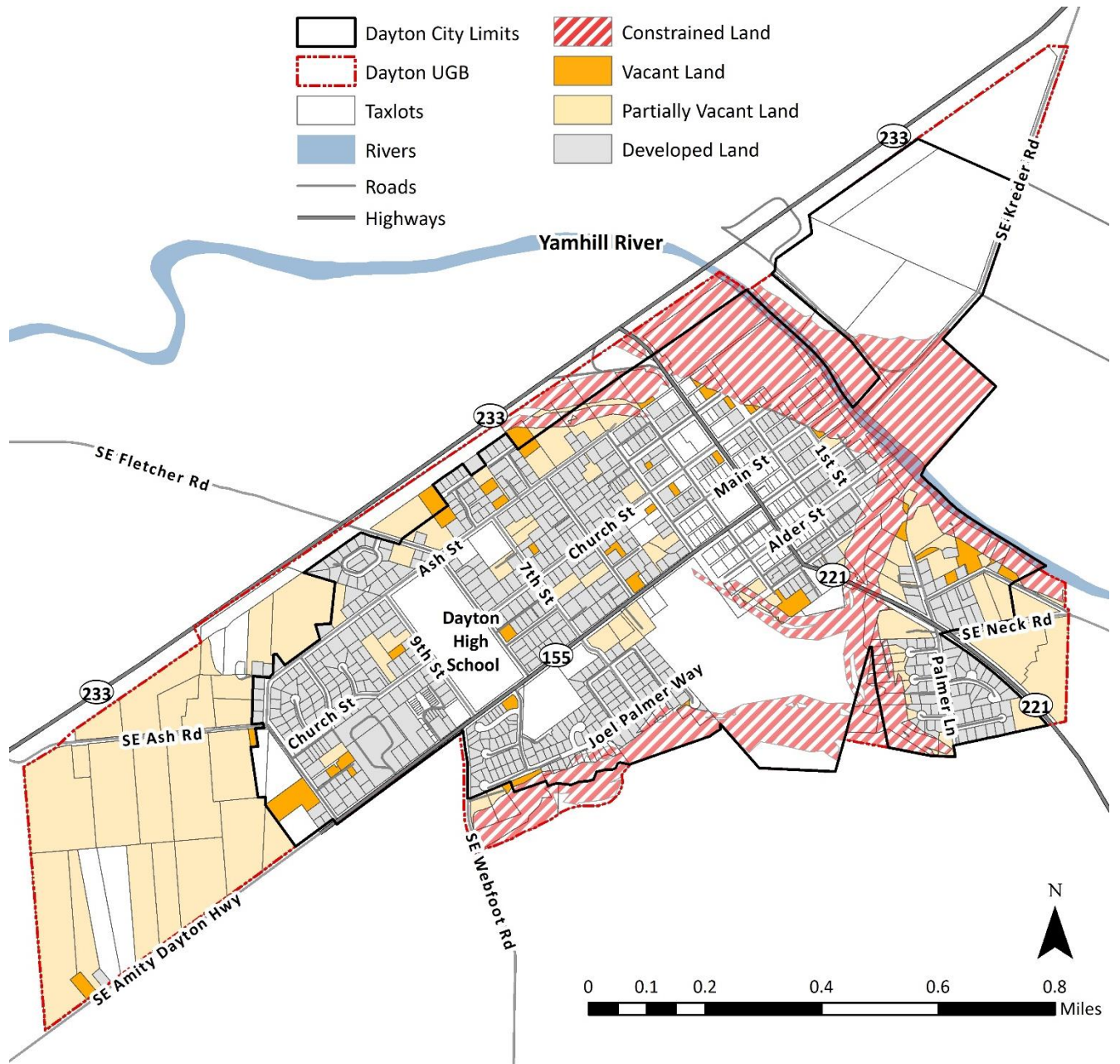
- **Vacant Residential Land:** Tax lots that are at least 3,000 square feet with a real market improvement value of less than \$10,000 are considered vacant, excluding land with mobile homes.⁶
- **Partially Vacant Residential Land:** Partially vacant tax lots are occupied but contain enough land to have infill potential. Tax lots with existing development on a half-acre or more are considered partially vacant. One quarter-acre is subtracted from each tax lot to account for the existing house and the remainder of the lot is counted as buildable land.⁷
- **Developed Land:** Developed tax lots are occupied and do not contain enough land to have infill potential. Developed tax lots are less than 0.5 acres with a real market improvement value of greater than \$10,000.

Figure 4 shows the development status of all suitable tax lots after publicly owned and constrained lands were removed. The majority of tax lots within the Dayton City Limits are developed. While there are select vacant and partially vacant parcels throughout the UGB, the majority of partially vacant land is outside the Dayton City Limits to the southwest and east.

⁶ OAR 660-038-0060 outlines the simplified urban growth boundary method for a BLI for residential land with the UGB. In the rule, vacant lots are defined as parcels of at least 3,000 square feet with a real market improvement value of less than \$10,000. As a proxy for determining vacant land, Winterbrook used these measures even though the minimum lot sizes for residential zones within the Dayton city limits (described in Step 1) are much larger. Since lots smaller than the minimum lot sizes for residential development are counted, the methodology used may lead to a slight overcounting of buildable land within the Dayton UGB.

⁷ As outlined in OAR 660-024-0050, the following assumptions may be used to inventory the capacity of buildable lands to accommodate housing needs: (a) The infill potential of developed residential lots or parcels of on half acre or more may be determined by subtracting one-quarter acre (10,890 square feet) for the existing dwelling and assuming that the remainder is buildable land; and (b) Existing lots of less than one-half acre that are currently occupied by a residence may be assumed to be fully developed.

FIGURE 4. DEVELOPMENT STATUS



STEP 4 – DETERMINE GROSS BUILDABLE ACREAGE

Table 4 summarizes tax lots, development status, constrained lands, and resulting gross buildable residential acres within the Dayton UGB.

- **Vacant Buildable Acres:** The BLI identifies vacant residential tax lots and removes constrained land from this total. Table 4 summarizes vacant buildable acres for tax lots inside and outside the city limits and summarizes land supply within the city limits by zone.
- **Partially Vacant Buildable Acres:** The BLI identifies partially vacant tax lots, then removes one quarter of an acre per partially vacant tax lot to account for the land occupied by existing residences, then removes constrained land. Table 4 summarizes partially vacant buildable acres for tax lots inside and outside the city limits and summarizes land supply within the city limits by zone.

TABLE 4. ESTIMATED GROSS BUILDABLE ACRES BY DEVELOPMENT STATUS AND ZONE

| Residentially Designated Parcels | Total Number of Tax Lots | Total Acres | Number of Tax Lots with Constraints | Constrained Acres | Number of Buildable Tax Lots | Gross Buildable Acres |
|--|--------------------------|---------------|-------------------------------------|-------------------|------------------------------|-----------------------|
| Inside City Limits | 772 | 218 | 70 | 28.03 | 83 | 35.84 |
| R-1 | 337 | 112.81 | 38 | 19.05 | 45 | 25.42 |
| Vacant | 14 | 11.48 | 6 | 5.22 | 14 | 6.26 |
| Partially Vacant | 32 | 39.63 | 19 | 12.72 | 31 | 19.16 |
| Developed | 291 | 61.7 | 13 | 1.11 | 0 | 0 |
| R-2 | 429 | 96.02 | 31 | 8.05 | 35 | 8.75 |
| Vacant | 26 | 9.32 | 14 | 4.46 | 20 | 4.86 |
| Partially Vacant | 15 | 10.70 | 5 | 3.07 | 15 | 3.89 |
| Developed | 388 | 76.00 | 12 | 0.52 | 0 | 0 |
| R-3 | 2 | 6.31 | 0 | 0 | 0 | 0 |
| Vacant | 0 | 0 | 0 | 0 | 0 | 0 |
| Partially Vacant | 0 | 0 | 0 | 0 | 0 | 0 |
| Developed | 2 | 6.31 | 0 | 0 | 0 | 0 |
| Residential Comp Plan Designation | 4 | 3.16 | 1 | 1 | 3 | 1.67 |
| Vacant | 1 | 1.07 | 1 | 0.93 | 1 | 0.14 |
| Partially Vacant | 2 | 2.03 | 0 | 0 | 2 | 1.53 |
| Developed | 1 | 0.06 | 0 | 0 | 0 | 0 |
| Outside City Limits | 41 | 140.07 | 9 | 8.41 | 37 | 122.95 |
| Vacant | 6 | 6.90 | 3 | 3.20 | 6 | 3.70 |
| Partially Vacant | 31 | 131.85 | 5 | 4.85 | 31 | 119.25 |
| Developed | 4 | 1.32 | 1 | 0.36 | 0 | 0 |
| Total | 813 | 358.37 | 79 | 36.44 | 120 | 158.79 |

CONCLUSION

The BLI identifies every residential tax lot within the Dayton UGB and applies the definition of “Buildable Land” consistent with OAR 660-008-0005(2).

The Dayton Residential BLI shows that around three quarters of the gross buildable acres within the Dayton UGB are located outside of the city limits:

- To the southwest of Dayton in the 2022 UGB swap area; and
- To the east of Dayton between SE Neck Rd. and Highway 221.

Nearly all the buildable acres outside of the city limits are partially vacant, meaning that they have an existing structure but are large enough to further subdivide or develop to provide additional residential units. Additionally, these areas are not currently served by municipal water and sewer. In order to be developed to urban densities, infrastructure improvements are needed.

About one quarter of the gross buildable acres are located within the Dayton city limits. Roughly 70% of these are in the Single-Family Residential (R-1) zone and 30% are in the Limited-Density (R-2) zone. There are no suitable and available Medium-Density (R-3) lots or parcels within the city limits.

While a BLI is an evaluation of supply, not need, it is notable that Dayton currently has no land suitable and available for residential development within the Medium Density (R-3) zone, and very likely indicates an unmet need for residential land within this zone.

APPENDIX A

Publicly-Owned Parcels

| Owner | Zone | Tax lot |
|------------------------------|-------------|----------------|
| <i>Publicly Owned</i> | | |
| Dayton Fire District | R | R4320AB 06100 |
| Dayton School District No. 8 | R-2 | R4317DD 01100 |
| Dayton School District No. 8 | R-2 | R4320 00200 |
| Dayton School District No. 8 | R | R4317CD 00100 |
| Dayton School District No. 8 | R | R4317CD 00100 |
| Dayton School District No. 8 | R | R4317 02700 |
| Dayton School District No. 8 | R | R4317 02700 |
| City of Dayton | R-1 | R4317 02703 |
| City of Dayton | R-2 | R4317CD 02302 |
| City of Dayton | R-2 | R4317CD 02303 |
| City of Dayton | R-2 | R4317CD 02304 |
| City of Dayton | R-2 | R4317CD 02305 |
| City of Dayton | R-2 | R4317CD 02306 |
| City of Dayton | R-2 | R4317CD 02307 |
| City of Dayton | R-2 | R4317CD 02308 |
| City of Dayton | R-2 | R4317CD 02309 |
| City of Dayton | R-2 | R4317CD 02310 |
| City of Dayton | R-2 | R4317CD 02311 |
| City of Dayton | R-2 | R4317CD 02312 |
| City of Dayton | R-2 | R4317CD 02313 |
| City of Dayton | R-2 | R4317CD 02302 |
| City of Dayton | R-2 | R4317DB 07800 |
| City of Dayton | R-2 | R4320BA 01400 |
| City of Dayton | R-1 | R4320AB 01500 |
| City of Dayton | R-2 | R4320AB 08300 |
| City of Dayton | R-1 | R4316CD 08000 |
| City of Dayton | R-1 | R4320BB 01201 |
| City of Dayton | R | R4319 01100 |
| City of Dayton | R | R4317CC 01027 |
| City of Dayton | R | R4317CC 01026 |
| City of Dayton | R | R4317CC 01025 |
| City of Dayton | R | R4319 01202 |
| City of Dayton | R | R4317DD 02700 |
| City of Dayton | R | R4317DB 00200 |
| City of Dayton | R | R4317DB 00100 |
| Yamhill County | R-2 | R4316CB 00500 |
| Yamhill County | R | R4316CB 00200 |

| | | |
|---|-----|---------------|
| Yamhill County | R | R4316CB 00100 |
| Yamhill County | R | R4317DA 04400 |
| Yamhill County | R | R4317DA 04200 |
| Yamhill County | R-2 | R4317DA 04500 |
| <i>Religious Institutions</i> | | |
| First Baptist Church of Dayton | R-1 | R4320BB 01400 |
| First Baptist Church of Dayton | R-1 | R4320BB 01500 |
| Church of Jesus Christ of Latter-Day Saints | R-2 | R4317CA 02000 |
| Church of Jesus Christ of Latter-Day Saints | R-2 | R4317CA 01001 |
| Dayton Christian Church | R-2 | R4317DB 06901 |
| Dayton Christian Church | R-2 | R4317DB 06700 |
| Dayton Christian Church | R-2 | R4317DB 06900 |
| Dayton Pioneer Church | R-2 | R4317DB 01500 |
| Dayton Pioneer Church | R-2 | R4317DB 01500 |
| Dayton Evangelical Church | R-2 | R4317DB 02100 |
| Dayton Pioneer Evangelical | R-2 | R4317DA 01000 |
| Valley Latin Assembly | R-2 | R4317DB 00600 |

CONTEXTUALIZED ENGAGEMENT SUMMARY AND RECOMMENDED HOUSING POLICIES

October 28, 2024



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Director, City of Dayton

Denny Muchmore, City Engineer, City of
Dayton

John Collins, Dayton Citizen

Steve Scott, Vice President, McMinnville
Properties

Teresa Smith, Board of Directors President,
Community Home Builders

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Dave Mackin, Commissioner, Dayton
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Tim Parsons, Commissioner, Dayton
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Kitty Mackin, City Councilor, Dayton City
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Rosalba Sandoval-Perez, City Councilor,
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Luke Wildhaber, City Councilor, Dayton City
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* Names with an asterisk are also a part of the
Project Advisory Committee.

I. Introduction

The City of Dayton is beginning the process of updating its Comprehensive Plan to plan for a mix of housing types that meet the needs of current and future residents for the next 20 years. The Department of Land Conservation and Development (DLCD) awarded the City of Dayton an Oregon Housing Planning and Compliance Assistance grant to conduct a Buildable Lands Inventory (BLI), engage with Dayton residents on Middle Housing, and craft Comprehensive Plan update recommendations. Conclusions from work performed through this grant will lay the groundwork for a Housing Capacity Analysis (HCA) and subsequent Comprehensive Plan updates.

This document:

- Summarizes and contextualizes existing Dayton Comprehensive Plan housing goals and policies ([Section II](#));
- Summarizes the results of the residential BLI – the type and amount of land available for housing development within Dayton’s Urban Growth Boundary (UGB) ([Section III](#));
- Summarizes the results of public engagement and outreach relating to housing conducted through this grant ([Section IV](#));
- Provides recommendations for interpretation of existing housing policies presented as interim policy direction ([Section V](#)); and
- Provides recommendations for housing policies to include in future updates to the Comprehensive Plan ([Section VI](#)).

II. Comprehensive Plan Housing Goals and Policies

Housing Goals

Chapter 7 of the Dayton Comprehensive Plan, Housing and Public Land Needs, determines Dayton’s 20-year residential land needs based on a projected population, available residential land, the existing housing mix, and the residents' demographics.

The Dayton Comprehensive Plan was last updated in 2008; the current policies in Chapter 7 are directed to meet the housing need for a projected population of 3,892 in 2028. However, the population of Dayton has been growing at a slower rate than the 2008 forecast. The 2020 population was 2,778; the new population forecast is 3,169 for 2044.¹

¹ See [tables](#) associated with Marquez N., Sharygin E., Thangaraj S., Alkitkat H., Montcho G., Swanson D., Wilde J. (2024). [Coordinated Population Forecast for Yamhill County, its Urban Growth Boundaries \(UGB\), and Area Outside UGB’s 2024-2074, \(2024\)](#). Population Research Center, Portland State University.

Dayton intends to pursue an update to Chapter 7 when eligible in 2025. This work would include a Housing Capacity Analysis (HCA) to determine housing needs using a current population forecast.

Dayton’s existing housing goals promote housing availability and affordability, choice, and density. The four housing goals are listed in full below:

| Dayton Comprehensive Plan Housing Goals | |
|---|--|
| #1 | To encourage housing that will meet the needs of the community in a manner that will best afford adequate choices in all income ranges and housing types. |
| #2 | To improve the quality of the existing housing stock. |
| #3 | To ensure that the citizens are provided with safe and sanitary housing while promoting residential energy conservation design and construction techniques. |
| #4 | To establish a residential zoning pattern and use which reduces the dependency on the automobile and encourages pedestrian connections to commercial and public areas. |

Select Housing Policies

Chapter 7 also includes fourteen policies related to housing and public land. Seven policies directly addressing housing availability and affordability, housing choice, and density are included below. The housing policies not discussed in this document discourage development in areas with natural hazards and encourage the structural safety of housing, the development of parkland, and coordination with the school district.

Policies #1, #2, and #11 identify actions the City of Dayton should take to increase the *availability and supply of affordable housing*. These actions include incentivizing housing types in various price ranges and ensuring enough residential land to meet current and future housing needs.

Policies #2, #5, and #10 identify actions the City of Dayton should take to *provide housing choices and opportunities that meet the needs of residents in all residential zones*. These actions include incentivizing a diverse range of housing types, providing alternative housing opportunities in all residential zones, and zoning land to provide the opportunity to develop multifamily residences.

Policies #2, #4, #8, and #10 identify actions the City of Dayton should take to *encourage more dense residential development*. These actions include incentivizing a diverse range of housing types, encouraging higher-density residential development where permitted, and zoning land to provide the opportunity to develop multifamily residences.

| Dayton Comprehensive Plan Housing Policies | |
|--|---|
| #1 | Programs that will increase the supply of housing for low-and moderate-income families should be encouraged by the City. |
| #2 | The City shall establish zoning and subdivision ordinance regulations which encourage innovative land developments and incentives to provide a range of housing types, densities and price ranges that will adequately meet the present and future needs of the City. |
| #4 | The City shall encourage higher density residential development in those zones where multiple family homes are permitted. |
| #5 | The City shall provide alternative housing opportunities in all residential zones to meet the special housing needs of residents. |
| #8 | Residential development should be encouraged to locate within areas presently served by public services. |
| #10 | The City shall zone a minimum of 7.0 acres of land to either R-2 or R-3 to provide opportunity to create multiple family residences for the projected population of the year 2025. This land should be located within reasonable distance of the City's downtown. |
| #11 | The City shall continually monitor the urban land supply and residential development to ensure adequate opportunities are available to meet current and future housing needs. |

These existing housing policies remain relevant for Dayton moving forward, with minor adjustments. For example, Policy #8 should be updated to reference infill housing within the city limits explicitly, and Policy #10 will need to be amended based on the forthcoming HCA. The housing strategies recommended by Winterbrook refine or expand upon existing policies to make them more actionable ([Section VI](#)).

III. Buildable Lands Inventory Summary

Winterbrook conducted a Buildable Lands Inventory (BLI) to determine the buildable residential land within the Dayton UGB. The BLI results will be used in the HCA to determine whether enough land is available in each residential zone to accommodate needed housing for the next 20 years.

The BLI provides evidence of a lack of buildable land within the Dayton city limits, especially buildable land zoned R-2 and R-3, to accommodate needed housing for the next 20 years. The Development Status Map (Figure 1) shows vacant residential parcels in dark orange, partially vacant residential parcels in light orange, and developed residential parcels in grey. Most of the gross buildable acres (122.95) within the Dayton UGB are outside the city limits. Before these

parcels can be developed at urban densities, they must be annexed into Dayton, served by public facilities, and given a residential zone.

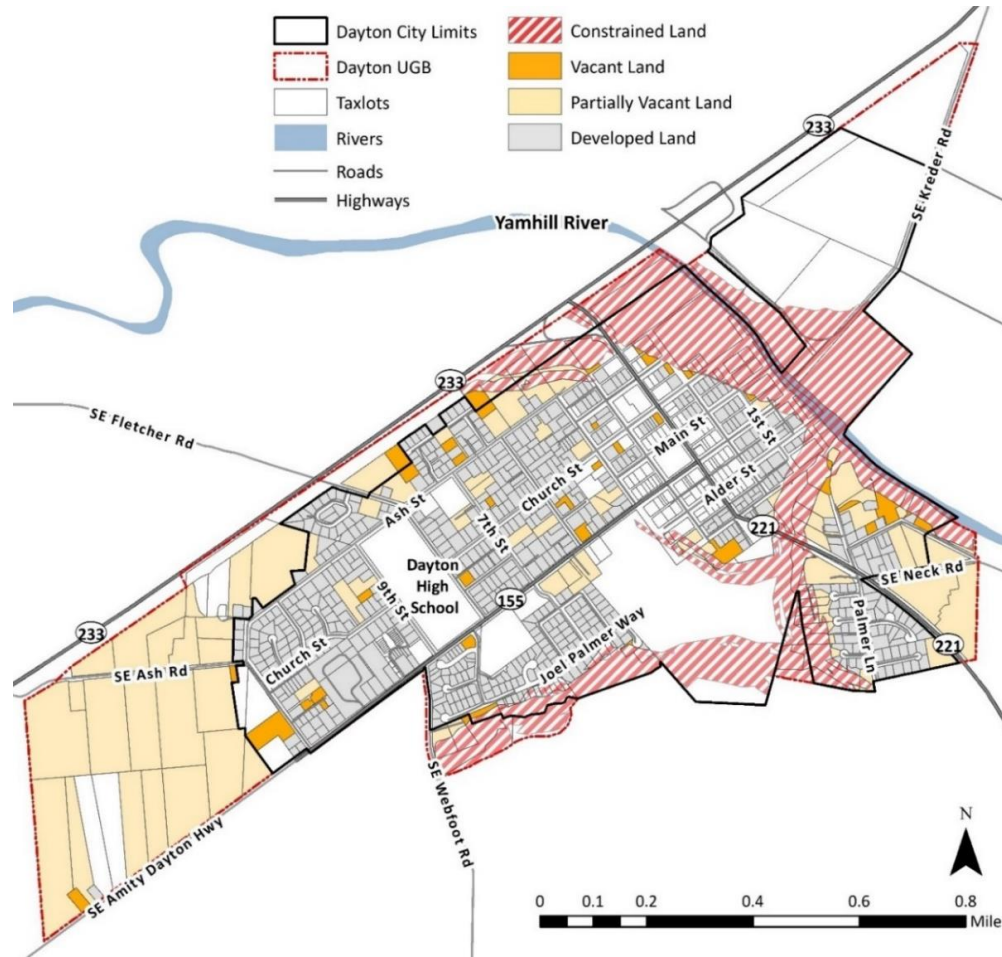


Figure 1. Development Status Map of Residential Lands in Dayton

Table 1 shows the number of gross buildable acres in each residential zone within the city limits and the number of gross buildable acres outside of the city limits. There are 35.84 gross buildable acres within the city limits, roughly 75% of which are in the Single-Family Residential (R-1) zone. There are 8.75 gross buildable acres zoned Limited-Density Residential (R-2) and no buildable land in the Medium-Density Residential (R-3) zone. Based on these findings, it becomes clear that more R-2 and R-3 land is needed in Dayton.

| Residentially Designated Parcels | Gross Buildable Acres |
|----------------------------------|-----------------------|
| Inside City Limits | 35.84 |
| R-1 | 25.42 |
| R-2 | 8.75 |
| R-3 | 0 |
| Residential Comp Plan / C | 1.67 |
| Outside City Limits | 122.95 |
| Total | 158.79 |

Table 1. Gross Buildable Acreage

Figure 2 shows the types of middle housing and each residential zone within Dayton where they are allowed. Accessory Dwelling Units (ADUs) and duplexes are the only middle housing types allowed on the 25.42 acres of gross buildable land in the R-1 zone. ADUs, duplexes, townhomes, triplexes, quadruplexes, and cottage clusters are allowed in the R-2 and R-3 zones.²

| ADUs | Duplexes | Townhomes | Triplex, Quadplex, Etc. |
|--|---|--|--|
| <ul style="list-style-type: none"> • R-1 • R-2 | <ul style="list-style-type: none"> • All Zones | <ul style="list-style-type: none"> • R-2 • R-3 | <ul style="list-style-type: none"> • R-2 • R-3 |

Figure 2. Middle Housing Allowed in Dayton

Table 2 identifies the minimum lot size requirements and density assumptions for each housing type within each zone.³ R-1 zoned parcels have the largest minimum lot size requirements out of Dayton’s three residential zones. The density assumption for the R-1 zone is between 4 and 6 dwelling units per acre. The R-2 and R-3 zones allow for increasingly smaller lot sizes. Density assumptions in the R-2 and R-3 zones would increase with the combination of decreased minimum lot size requirements and increased range of allowed housing types.

² The permitted uses for each residential zone are outlined in the Dayton Municipal Code. Permitted uses for the R-1, R-2, and R-3 zones are outlined in 7.2.102.02, 7.2.103.02, and 7.2.104.02, respectively.

³ The Dayton Planning Atlas and Comprehensive Plan (2008) outlines minimum lot sizes and expected development densities in the zoning definitions provided in Chapter 6: Land Use and Urbanization.

| Residentially Designated Parcels | Minimum Lot Size(s) (square feet) | Density Assumptions (Dwelling Units/Acre) |
|---|--|--|
| R-1 | Single-Family Residential - 7,000 | 4 - 6 DU/acre |
| | Duplex - 9,000 ⁴ | |
| R-2 | Single-Family Residential - 6,000 | 5 - 7 DU/acre |
| | Duplex - 7,000 | |
| | Multi-family - 9,000 | 8 - 12 DU/acre |
| R-3 | Multi-family - 6,000 | 12 - 20 DU/acre |

Table 2. Minimum Lot Sizes and Density Assumptions

As discussed in Sections 1 and 2, the City of Dayton intends to pursue funding for an HCA in 2025. The HCA will estimate the number of housing units that could be accommodated on identified buildable lands. The HCA will also identify gaps between current housing capacity and projected demand, informing future policy changes to address housing availability and affordability.

IV. Engagement Summary

Winterbrook coordinated with MIG, the project engagement specialist, to prepare an engagement plan for the Dayton Housing Update project. The engagement plan was designed to facilitate engagement with housing consumers and producers about their experience obtaining and developing housing within Dayton. The engagement strategy aimed to increase transparency between city staff and residents and ensure that housing planning efforts reflect public needs and interests. Our approach to community engagement was grounded in equity, accessibility, and collaboration. Through targeted outreach efforts and inclusive participation methods, we strived to create opportunities for meaningful involvement and dialogue that reflected the diversity of the Dayton community.

The Project Advisory Committee (PAC) was assembled by city staff to provide feedback on key project deliverables, including the Buildable Lands Inventory, this document (the Contextualized Housing Policies and Engagement Summary), and the forthcoming Comprehensive Plan Housing Audit and Roadmap. The PAC reflected a range of knowledge, expertise, and perspectives on local housing needs and issues, including representatives from city departments, the Dayton

⁴ Dayton is in the process of updating its development code in accordance with HB 3395, which would allow duplexes and Single Room Occupancy (SRO) structures on the same minimum lot size as single family residential in all zones.

Planning Commission and City Council, housing developers and managers, and community members (Table 3).

| Name | Title |
|-----------------|-----------------------------|
| Denny Muchmore | City Engineer |
| Cyndi Park | Interim City Manager |
| Dave Rucklos | City Economic Dev. Director |
| Teresa Smith | Community Home Builders |
| Steve Scott | McMinnville Properties |
| Darrick Price | Greenspark Homes |
| John Collins | Dayton Citizen |
| Rob Hallyburton | Dayton Planning Commission |
| Jim Maguire | City Council Member |

Table 3. Project Advisory Committee Members

Additional engagement meetings included a stakeholder meeting with property owners in the UGB swap area, a Spanish-language stakeholder meeting, and a community open house. All meetings were conducted in person at the Dayton City Hall. Select meetings had the option to attend via Zoom. The meetings involved educating participants about the housing update process and different middle housing types, presenting the BLI conclusions, and gathering insights, feedback, and perspectives about housing availability and affordability in Dayton. The City of Dayton also created a website page for the housing update, allowing the public to view project updates and provide feedback. Community feedback was then used to inform the recommended housing strategies in [Section VI](#) of this document.

Key Engagement Takeaways

Winterbrook repeatedly heard significant concerns about housing availability and affordability throughout engagement efforts in Dayton. We heard that Dayton's lack of feasible housing options limits the city's population growth, lowering school enrollment and stunting the growth of local businesses. Additionally, we heard that many people who grew up in Dayton can no longer afford to buy homes in the city and that families are sometimes forced to leave due to the lack of available and affordable housing. [Appendix A](#) outlines key takeaways from each

engagement meeting in greater detail.



Figure 3. Middle Housing Engagement Educational Diagram

Despite the widespread conclusion that there are problems with housing availability and affordability in Dayton, there were mixed responses from the public about middle housing and higher-density development:

- Some residents thought that encouraging middle housing was a great way to provide more housing types for a range of income levels.
- Participants preferred middle housing options, such as cottage clusters and detached multi-unit housing, that provide separate housing units for each family with shared outdoor spaces.
- Many participants cited Dayton's “homey” feel and expressed a desire to live near family and have close relationships with neighbors.
- Some participants expressed concerns about the “cookie cutter” aesthetics of middle housing options and the accessibility of multi-level housing units.
- Participants expressed the desire for more business and commercial development to provide jobs for residents and places for community members to shop, eat, and gather.
- Participants described having a robust downtown as essential to maintaining Dayton's small-town feel.
- Participants speculated that the lack of population growth due to the dearth of available and affordable housing makes it more challenging for the town to support local businesses.
- Planning for and constructing public facilities to support residential development within the UGB swap area presents a significant challenge and concern for residents living there.

- Some participants recognized that greater residential density makes the development of public facilities more affordable and efficient.
- Some participants were concerned about the ability of public facilities to support higher-density residential development in the UGB swap area.

Next Steps

The project team presented the contextualized housing policy recommendations outlined in this document at a community open house on Wednesday, October 23rd. The community meeting was widely advertised and open to the public. Feedback from residents at the community meeting will inform the final version of the housing policy recommendations, which will be presented to the Dayton Planning Commission and City Council.

V. Interim Policy Direction

Based on Winterbrook’s analysis of existing housing policies, the BLI, and community engagement findings, the Interim Policy Direction section provides steps the City of Dayton can take to meet existing housing goals and policies before adopting the updated HCA and completing a Comprehensive Plan update.

Discourage Annexations Before HCA Adoption

Comprehensive Plan Housing Policies #8 and #11 emphasize the importance of the UGB swap area to the future of housing in Dayton. Winterbrook recommends that the City discourage annexations until the updated Housing Capacity Analysis (HCA) is adopted. The HCA will analyze various factors to estimate how much new housing can be developed based on existing conditions, zoning regulations, and public infrastructure capacity. This analysis will provide a clearer picture of how to zone annexed parcels to ensure the City can accommodate housing needs for the next 20 years. If applications are submitted, the City will continue to process annexation applications in conformance with statutory timelines.

Encourage R-2 or R-3 Zoning

Comprehensive Plan Housing Policies #1, #2, and #10 emphasize the importance of providing a range of housing types, densities, and price ranges, as well as zoning land to accommodate the projected population of Dayton. Winterbrook recommends that the city zone annexed parcels R-2 or R-3 if property owners decide to move forward with annexations before adopting a new HCA. Smaller lot sizes and a greater variety of allowed housing types will better facilitate residential development that will meet future residential needs.

The 2008 Housing Needs Analysis (HNA) is in Section 7.4 of the Dayton Comprehensive Plan. The HNA determined that Dayton’s housing mix would need to be 80% single-family and 20%

multi-family to accommodate the projected 2028 population. Recent (2022) 5-year estimates from the American Community Survey (ACS) show that roughly 80% of housing units in Dayton are detached single-family, 13% are mobile homes, and the remaining 7% are attached single-family and multi-family units. Currently, the R-2 zone contains many single-family houses, and minimal land is available for building multi-family developments within the city limits. The forthcoming HCA will conduct a more in-depth analysis of Dayton’s housing need, but this preliminary analysis suggests that Dayton needs to increase the percentage of multi-family units in the city. Given this finding and the results of the BLI, Winterbrook suggests any annexed land should be zoned R-2 or R-3 to provide more opportunities for multi-family developments.

Review Annexation Criteria

Any annexation decision must state how the proposal will do the following (Dayton Municipal Code 7.3.113):

1. *Affect the community's air resources;*
2. *Promote an orderly, timely and economical transition of rural and agricultural lands into urbanized lands;*
3. *Relate to areas with natural hazards;*
4. *Affect the fish and wildlife in the proposed annexation;*
5. *Utilize energy resources and conserve energy use;*
6. *Protect open spaces and scenic views and areas;*
7. *Provide for transportation needs in a safe, orderly and economic manner;*
8. *Provide for an orderly and efficient arrangement of public services;*
9. *Provide for the recreation needs of the citizens;*
10. *Affect identified historical sites and structures and provide for the preservation of such sites and structures;*
11. *Improve and enhance the economy of the City; and*
12. *Provide quality, safe housing through a variety of housing types and price ranges.*

Winterbrook recommends that the City of Dayton develop annexation criteria that more explicitly conform to the Dayton housing policies and land need—specifically, setting a higher and clearer standard for how applicants will coordinate the delivery of public facilities, which remain a significant barrier to annexations. More explicit and specific annexation criteria would create clarity for both applicants and staff. Additionally, Winterbrook recommends that the City develop consistent messaging for property owners and developers about the extensive public facilities needs in the swap area and that any annexation would require demonstration and provision of adequate public facilities.

Coordinate Extension of Public Facilities

Winterbrook recommends that the City of Dayton continue exploring financing options for expanding public facilities into the UGB swap area, such as implementing a Local Improvement District (LID). Exploring financing options to support the development of costly public facilities may provide opportunities to develop the needed facilities in an efficient and timely manner, allowing for more residential development in the UGB swap area. The City has information regarding the UGB swap area available on its website.⁵ that discusses specific public facilities needs and costs for the UGB swap area. The City could link the public facility analysis conducted by the City Engineer for the swap process to this page to provide further information.

Winterbrook recommends that the City plan for infrastructure in the UGB swap area that supports higher-density residential development. If public facilities can support higher-density development, the City will be able to accommodate more housing for a wider range of incomes. Additionally, more dense development can better offset the cost of the significant public facilities upgrades needed.

VI. Recommended Housing Strategies

Based on an analysis of Dayton’s Comprehensive Plan housing goals and policies, Dayton’s Municipal Code, the BLI, and key insights from public engagement, Winterbrook recommends the strategies outlined in this section to further housing availability and affordability, allow for housing choice, and provide opportunities for right-sized density in the city of Dayton. These housing policy recommendations are intended to be considered in the next update of Chapter 7 of the Dayton Comprehensive Plan.

The housing policies outlined below are divided into five strategy buckets:

1. Encouraging right-size residential density;
2. Aligning comprehensive plan designations and zones;
3. Encouraging housing patterns that support neighborhood commercial;
4. Encouraging the development of accessible and affordable middle housing; and
5. Implementing design standards for middle housing.

Recommended policies implement each strategy. A narrative explanation based on the BLI and community engagement (Sections [III](#) and [IV](#) of this document) is provided for each strategy.

⁵ https://www.daytonoregon.gov/page/planning_UGB_Informational

Encourage Right-Sized Residential Density

| Recommended Strategy #1: Encourage Right-Sized Residential Density | |
|---|---|
| Policies | <ul style="list-style-type: none">1.1 Reduce minimum lot sizes and increase density requirements in all zones to encourage the development of more dense housing and reduce public facilities costs.1.2 Ensure that minimum lot sizes in higher density zones facilitate middle housing homeownership opportunities.1.3 Research and amend development code requirements that may be impeding the development of middle housing, such as setbacks.1.4 Clarify the relationship between density standards, requirements, and regulations and have clear language throughout the development code regarding density. |

Community insights about the lack of housing opportunities in Dayton call for housing policies that encourage right-sized residential density within the City of Dayton. Community members expressed difficulty finding housing options either to rent or buy that are available and affordable. Having a greater diversity of housing types at more income levels would make finding housing easier for people in Dayton, especially for families with one income, families with low or middle incomes, and families with mixed immigration status. These were some groups that community members expressed having the most significant difficulty finding available and affordable housing during engagement.

Reducing minimum lot sizes for all housing types and having a development code that encourages middle housing can play a role in significantly increasing the availability and affordability of housing, especially in places with limited land supply. Allowing for smaller sizes, particularly for middle housing, increases homeownership opportunities because lots can be partitioned, allowing each family to own their unit. Cost barriers to homeownership may be reduced through these methods, making it easier for families and individuals to find suitable places to live within Dayton.

A member of the PAC stated that rear setbacks have impeded building ADUs in Dayton. Based on this local insight, Winterbrook recommends that the City of Dayton continue to investigate what development code requirements may inhibit the development of middle housing and work to amend these limiting requirements.

Currently, the Dayton Municipal Code and the Comprehensive Plan use various terminology to describe rules surrounding density. Some examples include density standard (7.2.104.05), density requirement, permitted density (7.2.114.07), expected density, and density regulations

(7.2.405.05). Streamlining this terminology throughout the Dayton Municipal Code and the Comprehensive Plan and clarifying the relationship between different density standards will provide more explicit guidance for developers.

Align Comprehensive Plan Designations and Zones

| Recommended Strategy #2: Align Comprehensive Plan Designations and Zones | |
|---|---|
| Policies | 2.1 Develop two Comprehensive Plan residential designations, a Low Density Plan Designation that aligns with R-1 zoning and a Medium Density Plan Designation that aligns with R-2 and R-3 Zoning. |

Dayton currently has three residential zones and only one comprehensive plan residential designation. Having one residential comprehensive plan designation provides little guidance for how to zone parcels as they are annexed into the city. Having one comprehensive plan residential designation for low-density (R-1) and one for limited/medium-density (R-2 and R-3) would allow the city to plan for more targeted development patterns.

Encourage Housing Patterns that Support Neighborhood Commercial

| Recommended Strategy #3: Encourage Housing Patterns that Support Neighborhood Commercial | |
|---|--|
| Policies | 3.1 Clarify the criteria for implementing neighborhood commercial in the PUD standards. 3.2 Allow mixed use buildings with ground floor commercial, or residential on the side or behind commercial in the R-3 zone, in conjunction with more flexible development standards. |

During engagement, we repeatedly heard that commercial development contributes to Dayton feeling like a “complete” small town. Participants said they would like to see more commercial development in Dayton. They recognized that having adequate housing to support the population is critical for spurring desired commercial development.

The Dayton Municipal Code permits “convenience establishments of a commercial and service nature” within a Planned Unit Development (PUD) (7.2.311.03.F). However, the code provides no further guidance or criteria for implementing commercial within PUDs. Clarifying the interaction between residential and commercial development in a PUD would clarify the code for developers.

To increase the availability and affordability of housing and promote more commercial development, Dayton should encourage housing patterns that support neighborhood

commercial. Winterbrook recommends updating the R-3 zone to allow for mixed-use/ground floor commercial or residential on the side or behind commercial. This change will allow for residential development at planned densities, and the community will receive the added benefit of ground-floor retail with associated jobs and amenities. Allowing mixed-use buildings would also encourage nodal development and contribute to zoning patterns that encourage pedestrian connections to commercial areas (Housing Goal #4). Additionally, allowing commercial in multifamily areas can be paired with more flexible development standards to ensure residential density is maintained.

Accessible and Affordable Middle Housing

| Recommended Strategy #4: Develop Affordable and Accessible Middle Housing | |
|--|--|
| Policies | <p>4.1 Encourage the development of middle housing units that are accessible for residents who have physical disabilities. Programs could include offering tax incentives, and/or SDC exemptions.</p> <p>4.2 Encourage the development of middle housing units that are affordable for residents with low and middle incomes. Programs could include requiring a certain percentage of affordable units in new developments, offering tax incentives, and/or SDC exemptions.</p> |

Chapter 7 of the Dayton Comprehensive Plan defines “special housing.” Special housing includes nursing homes and assisted living facilities but may also include cottage-type developments with detached homes. Special housing can also include accessible housing, affordable housing, supportive housing, and workforce housing. The Comprehensive plan states there is no “special housing” in the City of Dayton. Community insights about the limited housing opportunities, especially those that accommodate the special housing needs of residents, call for housing policies that encourage the expansion of housing choice within the City of Dayton. The aging population in Dayton⁶ will likely create an increased demand for this type of housing.

Participants expressed that Dayton's older, larger residential properties are physically unfeasible for older people to maintain. Given the current housing options in Dayton, participants expressed concerns about accessibility and aging in place. Encouraging the development of

⁶ See Marquez N., Sharygin E., Thangaraj S., Alkitkat H., Montcho G., Swanson D., Wilde J. (2024). Coordinated Population Forecast for Yamhill County, its Urban Growth Boundaries (UGB), and Area Outside UGBs 2024-2074. Population Research Center, Portland State University.

accessible housing for people with disabilities is crucial to ensuring everyone has equal access to safe and suitable living spaces.

The Fair Housing Act requires that all newly constructed buildings containing four or more units comply with accessibility requirements.⁷ The Americans with Disabilities Act (ADA) mandates that public buildings, commercial properties, and certain multi-family housing units be accessible to people with disabilities; notably, these requirements do not apply to the most common housing types in Dayton. Winterbrook recommends that Dayton encourage the development of accessible housing units by providing incentives and resources. For example, Dayton could provide pre-approved concept drawing sets for accessible units, or provide tax incentives or SDC exemptions for developers.⁸

As was highlighted in [Section IV](#), community members expressed that there are limited housing opportunities in Dayton. Participants explained that many large residential properties in Dayton are unaffordable for younger individuals, young couples or families, low-income people, and older people. Based on community feedback that there are few housing opportunities for families with low and middle incomes, policies that encourage the development of affordable and middle housing are needed.

Design Standards for Middle Housing

| Recommended Strategy #5: Design Standards for Middle Housing | |
|---|---|
| Policies | <p>5.1 Implement clear and objective design standards for middle housing types (duplexes, townhomes, triplexes, quadplexes, cottage clusters).</p> <p>5.2 Encourage a diversity of middle housing types that have aesthetic variety and are aligned with Dayton’s small-town character.</p> |

Dayton currently has design standards for single-family dwellings,⁹ but there are no design standards for middle housing units such as duplexes, townhomes, triplexes, quadplexes, and

⁷ https://www.hud.gov/program_offices/fair_housing_equal_opp/disabilities/accessibilityR

⁸ Portland’s “visitability” standards provide an example of how one jurisdiction encourages the development of accessible housing. Visitability standards emphasize accessibility in private residences outside the ADA’s requirements. Housing units are deemed accessible if they meet certain visitability standards, such as accessible entrances, clear pathways, accessible bathrooms, and wide doors, as outlined in the Portland Zoning Code. <https://www.portland.gov/ppd/zoning-land-use/residential-infill/visitability#toc-visitability-standards>

⁹ **7.2.310 Single Family Dwelling Design Standards**

cottage clusters. Winterbrook recommends that the city implement design standards for middle housing and encourage diverse middle housing types with aesthetic variety. Design standards for middle housing could be structured similarly to the design standards for single-family dwellings, where a developer can choose from a menu of design features or options. Design standards should be clear and objective and not inhibit the development or feasibility of middle housing units.

During engagement, community members speculated that there would be high demand for new development based on anecdotes that the small number of new housing units constructed have been pre-sold. Participants supported the development of middle housing but stated that they would prefer a diversity of middle housing types and styles over developments with many structures that all look identical, emphasizing the need for clear and objective design standards. Design standards can ensure that new development aligns with the small-town feel of Dayton, assuaging concerns that the development of middle housing will change the character of the City.

All new single-family dwellings, including manufactured homes located on individual lots, shall contain at least three (3) of the following design elements on the side of the house which fronts the street, to provide architectural relief:

- A. Dormer(s) or gable(s).*
- B. Cupola(s).*
- C. Bay or bow window(s).*
- D. Exterior shutters.*
- E. Recessed entry or entries.*
- F. Front porch at least 100 square feet in area.*
- G. Covered porch entry or entries.*
- H. Pillars or posts in the front entry or entries.*
- I. Eave(s) (minimum 6").*
- J. Off-set(s) on building face or roof (minimum 16")*

Appendix A: Stakeholder Meetings Key Takeaways

Project Advisory Committee (PAC) Meeting #1

1. Dayton has a housing affordability problem. The lack of buildable residential land, especially the unavailability of R-2 and R-3 land, is contributing to the housing shortage in Dayton.
2. PAC members anticipate that the concept of higher-density housing will be difficult to present to the community.
3. Obtaining public facilities within the UGB swap area that will support urban development presents a major challenge.

UGB Swap Area Stakeholder Meeting

1. Dayton has a housing supply and affordability problem. The lack of feasible housing options causes many locals to leave Dayton and is likely the reason the population of Dayton did not grow as expected.
2. Having a diversity of housing types for a diversity of income levels, along with having land designated for higher density development in Dayton was important to some participants.
3. Development standards should be put in place to ensure that middle housing is diverse and fits the character of Dayton, many participants discussed disliking “cookie cutter” type developments.
4. There are concerns about the accessibility of middle housing types, parking shortages associated with more dense development, and potential incompatibility of more dense residential development and adjacent farm uses.
5. Developing public facilities in the UGB swap area presents a major barrier to annexation. Some participants recognized that density encouraged affordability and efficiency of public services, some brought up capacity concerns. Concerns about the ability of public facilities to meet the needs of more dense development were answered by the City Engineer.
6. More business and commercial development are desired. There was speculation that the lack of available and affordable housing makes it more challenging to support local businesses.

Spanish-Language Meeting

1. Participants firmly expressed that there is not a good variety of housing options in Dayton. There are no housing options either for rent or purchase, and there are not

enough apartments available. One participant mentioned that she had once tried to apply for an apartment and was put on a 4-year long waitlist.

2. Housing is expensive in Dayton which makes it difficult for people to afford housing. Participants expressed that there are no opportunities to buy a house for families with one income, and that there are no opportunities to either rent or buy for families with low or middle incomes.
3. Programs for affordable housing are sometimes not available for those who live and work in Dayton due to their immigration status. Participants commented that middle housing is needed for families with mixed immigration status because this can make it even more difficult for people to obtain homeownership or qualify for affordable housing programs. Additionally, sometimes there are programs for farmworker housing, but they are not available for people who do not work on farms. Even with these programs there are not enough homes for those who qualify.
4. Participants stated that proximity to job opportunities, proximity to family, having yards for kids to play and for gardening, and having restaurants/shops nearby were important factors when choosing where to live.
5. Participants want to live near their family and relatives, but ideally with some separation of living spaces and the ability to have private yards.
6. Cottage clusters were the preferred type of middle housing among participants due to each family having a separate unit. Participants thought that cottage clusters would be an effective way to add gentle residential density to Dayton while maintaining the small-town feel.
7. No major concerns were expressed about any of the middle housing types, although participants noted that new housing developments tend to be close together with no yard.
8. Participants want to see more development in Dayton and see the town grow. They remarked that not much growth has happened in Dayton since the 1980s. Additionally, people would like to see more shops and restaurants in town, especially for families to go to after attending church.

Project Advisory Committee (PAC) Meeting #2

1. Other elements of the development code besides minimum lot sizes make it difficult to develop middle housing in Dayton.
2. The PAC indicated strong support for more commercial development and thought it would be worth initiating a conversation with the City Council about how to encourage commercial development in Dayton.

3. The PAC supported more detailed design standards rather than just copying the single-family design standards.

DAYTON COMPREHENSIVE PLAN HOUSING ELEMENT RECOMMENDATION REPORT

December 5, 2024



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I. Introduction

Oregon's Statewide Planning Program requires cities to periodically update their Comprehensive Plans. A Comprehensive Plan is an overarching policy document that guides how the city will address current and future needs related to housing, economic development, parks and recreation, transportation, and other key community facilities. Comprehensive Plans must address all of Oregon's statewide planning goals, which include goals and policies pertaining to housing and housing needs. Cities must also ensure enough land within their boundaries to accommodate future housing and job growth.

The Department of Land Conservation and Development (DLCD) awarded the City of Dayton an Oregon Housing Planning and Compliance Assistance grant to conduct a Buildable Lands Inventory (BLI), engage with Dayton residents about Middle Housing, craft Comprehensive Plan policy recommendations, and produce a “roadmap” for updating the housing element of the Comprehensive Plan. These efforts lay the groundwork for the City to conduct a Housing Capacity Analysis (HCA), which will inform subsequent updates to the Comprehensive Plan's housing element (Chapter 7).

This memorandum presents recommendations for amendments to the Dayton Planning Atlas and Comprehensive Plan to comply with housing-related statutes and facilitate housing production, affordability, and choice. Specifically, this memorandum identifies:

- 1) Actions necessary to update the housing element of the Comprehensive Plan;
- 2) An analysis of how other chapters and elements of the Comprehensive Plan interact with the housing element; and
- 3) Recommendations for structuring the Comprehensive Plan to simplify future updates.

Regulatory Background

Under state land use regulations, Dayton must ensure an adequate supply of buildable residential land inside the Urban Growth Boundary (UGB) to accommodate 20 years of population growth. DLCD is currently updating the Oregon Housing Needs Analysis (OHNA) methodology, which will estimate the number of housing units needed by income level for every city in Oregon based on current need and future need for the 20-year planning period. Winterbrook recommends coordinating with DLCD housing division staff throughout the Comprehensive Plan update process, as ongoing rulemaking may affect the regulatory background. The OHNA Draft Methodology report suggests that Dayton has the following 20-year housing need:¹

¹ The finalized OHNA methodology will contain the housing unit allocations and will be adopted in January 2025. <https://www.oregon.gov/ohcs/about-us/Documents/RHNA%20and%20OHNA/OHNA-Draft-Methodology-Report.pdf>

| 0 – 30% AMI | 30 – 60% AMI | 60 – 80% AMI | 80 – 120% AMI | >120% AMI | Total Anticipated Units |
|-------------|--------------|--------------|---------------|-----------|-------------------------|
| 42 | 37 | 20 | 34 | 55 | 188 |

New Housing Capacity and Urbanization rules will be adopted by January 1, 2026. Under the new regulations, the HCA will analyze the housing need for Dayton identified in the finalized OHNA and the 2024 Dayton BLI to determine if Dayton has enough land to develop the total needed units by income over the 20-year planning period. If the analysis shows insufficient land to build the needed housing units, the city must allow for more development within the existing UGB using efficiency measures, and if those are insufficient, amend its UGB to allow for more development.

Comprehensive Plan Amendment Process

Under Oregon’s statewide planning program, the City of Dayton must show how the proposed Comprehensive Plan amendments meet the statewide planning goals. Additionally, Goal 2, Land Use Planning, requires updates to the housing element (Chapter 7) to be consistent with all other chapters in the Comprehensive Plan. [Section III of this report](#) lays out updates to Dayton’s Comprehensive Plan that are necessary for consistency with updates to the housing element.

The process of updating the Comprehensive Plan in Dayton is a Type IV legislative action (DMC 7.3.203.01). The procedure for Type IV actions requires a public hearing held by the Planning Commission, which then recommends an action to the City Council (7.3.203.02). The City Council then holds a public hearing to consider the Planning Commission’s recommendation. An approved Type IV City Council action must be in the form of an ordinance. Public hearings must be noticed to the public in accordance with DMC 7.3.204.03.

In addition to the local process, Dayton must follow the Post-Acknowledgement Plan Amendment (PAPA) process when they seek to amend their Comprehensive Plan.² The PAPA process involves notifying the Oregon Department of Land Conservation and Development (DLCD) when a Comprehensive Plan change is proposed or adopted (OAR 660-018). PAPAs can be submitted to DLCD via email, standard mail delivery, or through PAPA Online.³

II. Actions Necessary to update the Housing Element of the Comprehensive Plan

Dayton’s Comprehensive Plan was last updated in 2008 and needs to be updated based on an updated housing need for the 20-year planning period. Chapter 7 of the Comprehensive Plan implements Oregon Statewide Planning Goal 10: Housing. Conducting an HCA is a critical element of the Chapter 7 update. As mentioned above, the HCA will determine if Dayton has

² <https://www.oregon.gov/lcd/CPU/Pages/Plan-Amendments.aspx>

³ https://db.lcd.state.or.us/PAPA_Online/Account/Login?ReturnUrl=%2fPAPA_Online

enough residential land to develop the total needed housing units over the 20-year planning period based on the housing need identified in the OHNA and the BLI conducted in the spring of 2024. The following sections describe how the entirety of Chapter 7, including the housing goals and policies, can be updated based on the forthcoming HCA.

Chapter 7: Housing and Public Land Needs

Chapter 7 of the Dayton Comprehensive Plan currently contains:

- 1) The Chapter 5 population forecast;
- 2) The current housing density and mix;
- 3) The projected 20-year residential land need;
- 4) The Housing Needs Analysis;
- 5) The public and semi-public land needs analysis; and
- 6) The Housing and Public Land Goals and Policies.

Chapter 7 of the Comprehensive Plan needs to be updated with an HCA. The HCA will update many of the elements listed above and will determine if Dayton has enough land to meet the 20-year total needed units as identified in the OHNA based on available land, existing housing stock, zoning regulations, and allowed housing types. If there is a shortfall in housing capacity, the city must either amend its Urban Growth Boundary (UGB), allow more housing development within the existing UGB, or combine both approaches.

The HCA must also include an analysis of the public and semi-public land needs for facilities such as schools, hospitals, governments, churches, parks, and other non-profit organizations based on the forecasted population. Land for these uses often comes from the residential land supply and affects the amount of residential land available for housing. Once completed, Dayton must adopt the updated HCA into the Comprehensive Plan by ordinance, add any necessary implementing measures in the Comprehensive Plan through updated Goals and Policies, and amend the Dayton Municipal Code for consistency.

Housing Goals and Policies

The existing Comprehensive Plan housing goals promote housing availability and affordability, choice, and density. Existing housing policies encourage actions that support the larger housing goals. Additionally, the policies discourage development in areas with natural hazards and promote the structural safety of housing, the development of parkland, and coordination with the school district.

Winterbrook developed preliminary recommendations for housing strategies and policies based on community engagement efforts and the 2024 BLI; these recommendations are outlined and detailed in the Contextualized Engagement Summary and Recommended Housing Policies

Report (Fall 2024). The HCA will allow for the refinement of these goals and policies to better reflect the housing needs of the Dayton community.

Gaps between the available housing types in Dayton and the 20-year housing needed by income level will be identified and used to analyze whether the amount of land in each of Dayton's zones can accommodate the needed housing. Based on these findings, Dayton can develop more specific housing goals and policies to increase housing availability in underserved income categories. For example, Housing Policy 10 estimates the amount of R-2 and R-3 land needed in Dayton based on the outdated 2028 population forecast and will need to be updated based on the HCA.

III. Analysis of other Comprehensive Plan Chapters relating to Housing Element updates

Extensive updates to the Comprehensive Plan have not been conducted since 2008. This section reviews each chapter of the Comprehensive Plan, describing what elements must be updated for the plan to be compatible with the forthcoming update to Chapter 7 and the adoption of an HCA. Additionally, we will describe other potentially needed updates and strategies to simplify the Comprehensive Plan.

Chapter 1: Introduction

Chapter 1 introduces the Comprehensive Plan for the City of Dayton, which offers a "snapshot" of the community in 2006. This introduction provides an overview of each chapter and clarifies key terms. No changes are suggested for Chapter 1.

Chapter 2: Physical Setting

Chapter 2 describes Dayton's physical setting, including climate, geology and soils, topography, water quality, and air quality. This section outlines findings, goals, and policies for Dayton's physical setting and includes topography and soil class maps. While it is not strictly necessary to revise in conjunction with an updated HCA, updating topography and soil maps to reflect current conditions and the current UGB would be a straightforward change in conjunction with a Comprehensive Plan amendment.

Chapter 3: Natural Scenic and Historic Resources

Chapter 3 implements Statewide Planning Goal 5: Natural Resources, Scenic and Historic Areas, and Open Spaces. It describes open space (including the Restricted Development Overlay District), mineral and aggregate resources, fish and wildlife, and water resources, including municipal water supply. The open space section (3.3) discusses Dayton's pastoral environment

due to its natural and scenic resources. The wetlands section (3.7) mentions the need to provide a Local Wetlands Inventory (LWI) to DLCD to satisfy Goal 5 requirements.⁴

While an update to Chapter 3 is not required in conjunction with an updated HCA, the policies in this chapter interact with the availability of residential land. The Restricted Development Overlay District and wetlands are considered “constrained” land unsuitable for housing development. This land does not contribute to the residential buildable land inventory. Recommended updates to Chapter 3 relevant to the housing element of the plan include:

- 1) Inventory riparian corridors and require vegetation preservation and structural setbacks. Riparian vegetation preservation is required by state rules⁵ and is implemented in the Dayton Municipal Code (50 ft.).
- 2) Along with an updated PFP, discuss municipal water needs for an appropriate planning period. Coordinate with DEQ for water quality updates.
- 3) Coordinate with ODFW to ensure that wildlife inventory is current and that policies and implementing measures are clear and objective.
- 4) Adopt a local wetland inventory which may change buildable land calculations.

Chapter 4: Natural Hazards

Chapter 4 describes the relevant natural hazards in Dayton: flooding, steep slopes, and soil hazards, and implements Statewide Planning Goal 7: Areas Subject to Natural Hazards. It contains a policy that uses the Restricted Development Overlay Zone to designate natural hazard areas as open space. Chapter 4 also includes maps of FEMA flood zones from 2010, soils, building limitations, and earthquake hazards.

The Restricted Development Overlay District and floodplains are “constrained” lands that are not suitable for housing development and do not contribute to the residential buildable land inventory. DOGAMI is currently starting a geohazard update for Yamhill County. When the new data is available, the natural hazards maps should be updated to reflect the updated geohazards and the current UGB. Additionally, the Restricted Development Overlay map should be mapped on a parcel level and incorporated into the Comprehensive Plan. Implementing measures for new housing development in geohazard areas should be clear and objective.

Chapter 5: Population

Chapter 5 was last updated with a population forecast in 2008, which projects to the year 2028. The chapter includes past trends and describes population characteristics. There is only one Chapter 5 Goal: "continually monitor population growth to ensure an adequate land supply to

⁴ DLCD staff suggest that the City of Dayton continue to work with the Department of State Lands (DSL) and DLCD’s Natural Resources Specialist for the applicability of statewide planning Goal 5 implementation measures and whether a local wetland inventory (LWI) will be required for the jurisdiction.

⁵ OAR 660-023-0090

meet the needs of a growing population.” Similarly, there is one outdated policy, “Consistent with State Law, the City will continue to coordinate future population forecasts with Yamhill County.” Winterbrook recommends that when updating the housing element, the City should:

- 1) Update the entirety of Chapter 5 with a current population forecast and
- 2) Update Policy 1 to reflect that population forecasts are now provided by Portland State University’s Population Research Center.

Chapter 6: Land Use and Urbanization

Chapter 6 contains a BLI of residential, commercial, and public/semi-public land within the UGB, along with a Comprehensive Plan and zoning map from 2009. Chapter 6 goals and policies are general and still relevant. Winterbrook recommends that when updating the housing element, the City should:

- 1) Adopt the 2024 residential BLI.
- 2) Update the land availability in the UGA,⁶ and
- 3) Update the Comprehensive Plan and Zoning Map.

The 2024 residential BLI did not address employment land. Dayton should consider conducting and adopting an employment BLI, potentially in conjunction with an Economic Opportunities Analysis (EOA). Community engagement efforts highlighted the community members' interest and concern about business and employment opportunities in Dayton. An updated employment BLI and EOA could address these concerns and economic opportunities in Dayton. Additionally, an updated employment BLI would determine the land needed for employment purposes and potential surplus land that could possibly be converted to residential.

Chapter 8: Economy of the City

Chapter 8 implements Statewide Housing Goal 9: Economic Development. The goals and policies in this chapter generally do not directly relate to housing. The Economic Opportunities Analysis (EOA) in this chapter uses information from the 2008 employment BLI in Chapter 6. After a new EOA is conducted, the city would then amend Chapter 8 goals and policies based on EOA findings. Winterbrook recommends that Dayton adopt the new EOA by reference to simplify future updates to the Comprehensive Plan.

Chapter 9: Public Facilities and Services

This chapter repeats some of the content in Chapter 3 regarding municipal water supply. Sanitary sewer information in Chapter 9 indicates the facility will need to be updated and/or replaced based on population forecasts. The chapter describes how schools are near capacity,

⁶ The Dayton Comprehensive Plan uses urban growth area (UGA) to describe lands outside the Dayton City limits but within the UGB.

and the school district retains 40+ acres for eventual expansion. Chapter 9 Goals and Policies are general and will likely stay relevant with an update to the plan's housing element.

While an update to this chapter would not be required in conjunction with an HCA update, public facilities such as schools are often located on residential land, meaning that additional land for public facilities would reduce the residential land supply available for housing. Additionally, the availability of schools and the viability of public facilities will greatly impact the availability and affordability of needed housing, particularly within unannexed portions of the Dayton UGB. For these reasons, Winterbrook recommends that Dayton pursue this update soon. Future updates to the Dayton Public Facilities Plan (PFP) must be adopted into the Comprehensive Plan (OAR 660-011-0045).

Chapter 10: Transportation

Chapter 10 adopts the June 2001 Transportation System Plan (TSP) by reference, which is incorporated as “Appendix A” to the Dayton Comprehensive Plan. Dayton is currently undergoing a TSP update. Zoning and density assumptions are key contributions to a TSP analysis. Ideally, a TSP should be coordinated with an HCA so the updated TSP will reflect up-to-date regulatory conditions in Dayton. Once the HCA is completed, Dayton should evaluate whether required changes to zoning or policy amendments will impact the TSP. If it is determined that changes will impact the TSP, it should be updated based on these changes.

IV. Comprehensive Plan Structure Recommendations

Dayton’s Comprehensive Plan will need to be updated in accordance with State statute. As reviewed in the chapter evaluations above, analyses and reports, such as the BLI, HCA, LWI, EOA, PFP, and TSP, should be updated periodically and adopted into the Comprehensive Plan. When adopted by ordinance into the Comprehensive Plan, these studies can be referenced in the Comprehensive Plan text and attached to the Comprehensive Plan. As Dayton adopts new reports and studies in compliance with the Statewide Planning Goals, the text of the Comprehensive Plan must include each Chapter’s updated goals and policies. Maps, such as the Dayton Zoning Map and Comprehensive Plan Map, can be adopted by reference and attached to the Comprehensive Plan rather than being integrated throughout the Comprehensive Plan text. All reports and maps that are “adopted by reference” will be a part of the Comprehensive Plan and still need to be adopted by ordinance and acknowledged by DLCDC.

When studies and maps are inserted into the text, the plan becomes unwieldy, difficult to use, and quickly outdated. Adopting these supporting documents by reference will reduce the amount of detailed analysis in the Comprehensive Plan text and focus the text on relevant findings, goals, and policies. These reports and maps should all be available in one location on the Dayton website.

V. Summary and Conclusion

Required Updates

Based on Winterbrook’s analysis, Dayton should update the following elements of the Comprehensive Plan to be consistent with an update to the housing element of the Comprehensive Plan:

Chapter 4: Natural Hazards

1. Update the natural hazards maps with the updated DOGAMI geohazards and the current UGB.
2. Map the Restricted Development Overlay map on a parcel level and incorporate it into the Comprehensive Plan.

Chapter 5: Population

- 1) Update with a current population forecast.
- 2) Update Policy 1 to reflect that population forecasts are provided by Portland State University’s Population Research Center.

Chapter 6: Land Use and Urbanization

- 1) Adopt the 2024 residential BLI.
- 2) Update the land availability in the UGA.
- 3) Update the Comprehensive Plan and Zoning Map.

Chapter 7: Housing and Public Land Needs

- 1) Adopt the updated Housing Capacity Analysis (HCA) into the Comprehensive Plan by ordinance.
- 2) Update the public land needs for schools, hospitals, governments, churches, parks, and other non-profit organizations based on the projected population.
- 3) Update Chapter 7 Goals and Policies based on the HCA.
- 4) Update the Comprehensive Plan and Zoning Map.

Recommended Updates

In addition to the Comprehensive Plan amendments listed above, Winterbrook recommends that the City of Dayton consider the following updates:

Chapter 2: Physical Setting

- 1) Update the topography and soil maps to reflect current conditions and the current UGB.

Chapter 3: Natural Scenic and Historic Resources

- 1) Inventory riparian corridors and require vegetation preservation and structural setbacks. Riparian vegetation preservation is required by state rules and is implemented in the Dayton Municipal Code (50 ft.).
- 2) Along with an updated PFP, discuss municipal water needs for an appropriate planning period. Coordinate with DEQ for water quality updates.
- 3) Coordinate with ODFW to ensure that wildlife inventory is current and that policies and implementing measures are clear and objective.
- 4) Adopt a local wetland inventory which may change buildable land calculations.

Chapter 8: Economy of the City

- 1) Conduct and adopt an employment BLI.
- 2) Conduct and adopt an EOA.

Chapter 9: Public Facilities and Services

- 1) Update and adopt a Public Facilities Plan (PFP).

Chapter 10: Transportation

- 1) Ensure consistency between an updated HCA and the TSP.